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Proposal to Establish The Restructured County Of Northumberland

MUNICIPAL PLANNING
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MINISTRY OF TREASURY
ECONOMICS AND
INTERGOVERNMENTAL AFFAIRS

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FEBRUARY, 1978

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Proposal to Establish The Restructured County Of Northumberland




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ECONOMICS AND
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TABLE OF CONTENTS

FOREWORD	
BACKGROUND TO NORTHUMBERLAND RESTRUCTURING.....	i
1. PROPOSED MUNICIPALITIES AND BOUNDARIES.....	1
EXISTING BOUNDARIES - Map.....	3
PROPOSED BOUNDARIES - Map.....	4
COBOURG BOUNDARY - Map.....	5
PORT HOPE BOUNDARY - Map.....	6
TRENTON BOUNDARY - Map.....	7
2. COUNTY COUNCIL REPRESENTATION.....	8
3. MUNICIPAL FUNCTIONS.....	12
a. PLANNING.....	12
b. WATER AND SEWERS.....	14
c. HYDRO ELECTRIC COMMISSION.....	16
d. SOLID WASTE MANAGEMENT.....	17
e. ROADS.....	17
f. FIRE PROTECTION.....	19
g. POLICE PROTECTION.....	20
h. CAPITAL BORROWING.....	21
i. HOSPITAL DEBT FUNDING.....	21
j. INDUSTRIAL LANDS.....	22
4. PROVINCIAL GRANT ASSISTANCE.....	23
5. OTHER MATTERS.....	27
6. IMPLEMENTATION PROCESS.....	30
UNCONDITIONAL PER CAPITA GRANTS - TABLE 1.....	31
UNCONDITIONAL GRANTS - TABLE 2.....	32
ROADWAY ASSISTANCE - TABLE 3.....	33
RESOLUTION - APPENDIX I.....	34
BOUNDARY DESCRIPTIONS - APPENDIX II.....	35
BIBLIOGRAPHY - APPENDIX III.....	46



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FOREWORD

The purpose of this position paper is to outline in some detail the conclusions that the Government of Ontario has reached resulting from studies and discussions on the restructuring of local government in Northumberland County. The paper takes account as well and is in response to the recommendations of County Council which were submitted to the Province in July of 1976 and the subsequent discussions which took place. These proposals, with local support could become the basis for legislation establishing new local government arrangements in Northumberland County.

The Province therefore would encourage full discussion on the contents of this paper by councils, interested groups and residents.

BACKGROUND TO NORTHUMBERLAND RESTRUCTURING

Northumberland County Council passed a resolution on September 29, 1977 requesting legislation to restructure the County with an implementation date of January 1, 1979. The interest in restructuring started in 1969 when Northumberland County began to recognize the need for a structure of local government to meet increasing growth and development pressures. The United Counties of Northumberland and Durham hired a planner to study reorganization. Mr. Pierre Beeckmans, in his United Counties of Northumberland and Durham Local Government Study, recommended major consolidations to reduce the 24 municipalities to eight or seven. The report also recommended strengthening the County level by increasing its responsibilities. These recommendations were largely overtaken by the proposal which resulted in legislation to establish the Regional Municipality of Durham. The net result was the formation of Northumberland County containing 15 local municipalities. Further interest in reorganization was taken by the County in 1974 when it received the Amalgamation and Services Study prepared by Mr. Derek Little. About the same time County Council approved a restructuring study by Mr. Donald King. Following Mr. King's report Municipal Government in Northumberland County: Recommendations the County conducted a series of discussions with the Province to determine an appropriate approach. Having arrived at a generally agreed approach the September resolution was sent off to the Treasurer.

The Resolution reads:

THAT WHEREAS, since 1970, the County of Northumberland has been subject to numerous studies of its municipal structure;

AND WHEREAS each of these studies has confirmed a need for restructuring of municipal structures within Northumberland;

AND WHEREAS a majority of the municipalities within Northumberland have shown they are in support of restructuring with Northumberland;

THEREFORE, be it resolved that this Council for the County of Northumberland does hereby request the Minister of Treasury, Economics and Intergovernmental Affairs to have prepared the necessary legislation to effect the restructuring of Northumberland for implementation January 1979.

(See Appendix I) page 34 .

This paper is the Treasurer's response.

I. PROPOSED MUNICIPALITIES AND BOUNDARIES

It is proposed as a key step in establishing more effective local government that the Municipalities be reduced from the present fifteen to seven. This will represent some very substantial internal boundary alterations within the County.

The external boundaries will remain as at present with the exception that a portion of Murray Township of 550 acres will be adjoined to the Town of Trenton.

Area Municipality #1

(Hope-Hamilton) To consist of the present Township of Hope and Township of Hamilton except those portions of land which will be joined to the Town of Port Hope and Town of Cobourg. The estimated population for the area is 9,700.

Area Municipality #2

(Port Hope) To consist of the Town of Port Hope with additional land added on the east side from Hope and Hamilton Townships and on the west side from Hope Township. The population is estimated at 10,200. It is assumed that the name Town of Port Hope will continue.

Area Municipality #3

(Cobourg) To consist of the present Town of Cobourg with additional land added on the west, north and east sides from the Township of Hamilton. The population is estimated at 13,400. It is assumed that the name Town of Cobourg will continue.

Area Municipality #4

(Colborne area) To consist of a consolidation of the Village of Colborne, the Township of Cramahe and Township of Haldimand. Concessions X, IX, and the north half-part of VIII of Haldimand are joined to Alnwick Township as part of area municipality #6. The estimated population is 7,400.

Area Municipality #5

(Brighton area) To consist of a consolidation of the Village of Brighton, Township of Brighton and Township of Murray. Approximately 550 acres of the present Township of Murray would be joined to the Town of Trenton. The estimated population is 12,000.

Area Municipality #6

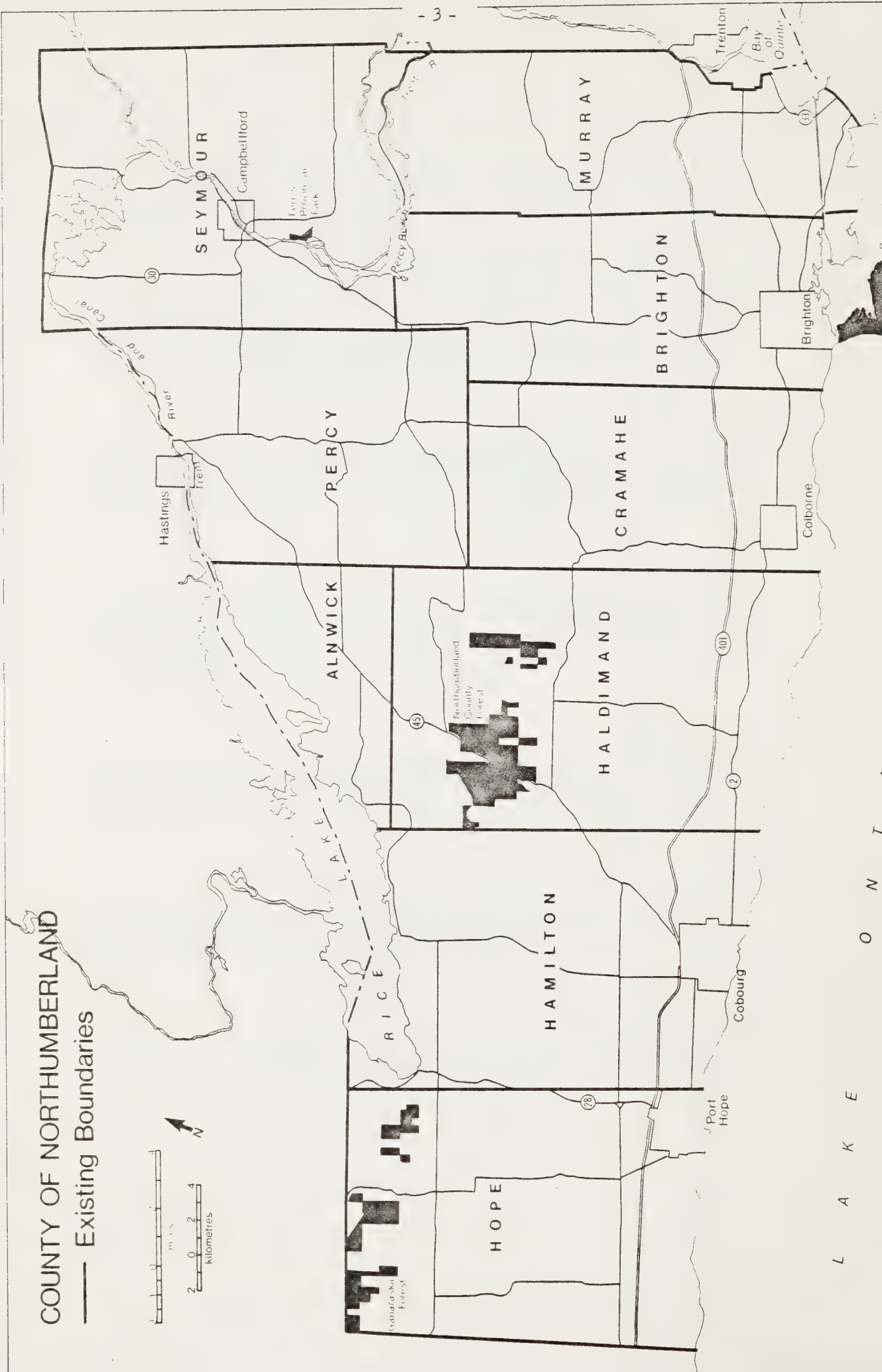
(Hastings area) To consist of a consolidation of the Village of Hastings, the Township of Percy, the Township of Alnwick and Concessions X, IX, and the top half of VIII of Haldimand Township. The estimated population is 4,200.

Area Municipality #7

(Campbellford area) To consist of a consolidation of the Town of Campbellford and Township of Seymour. The estimated population is 6,600.

COUNTY OF NORTHUMBERLAND

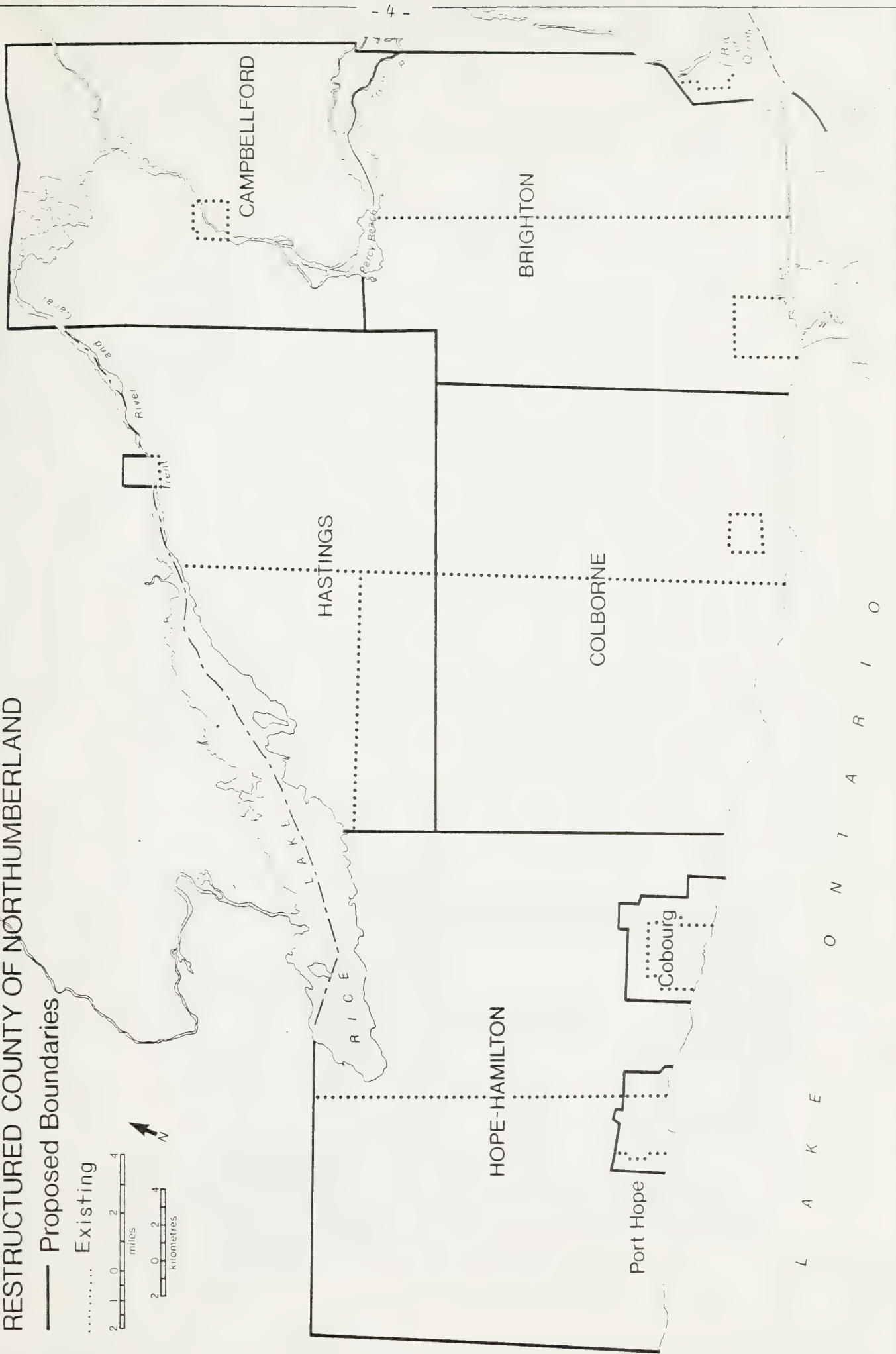
— Existing Boundaries



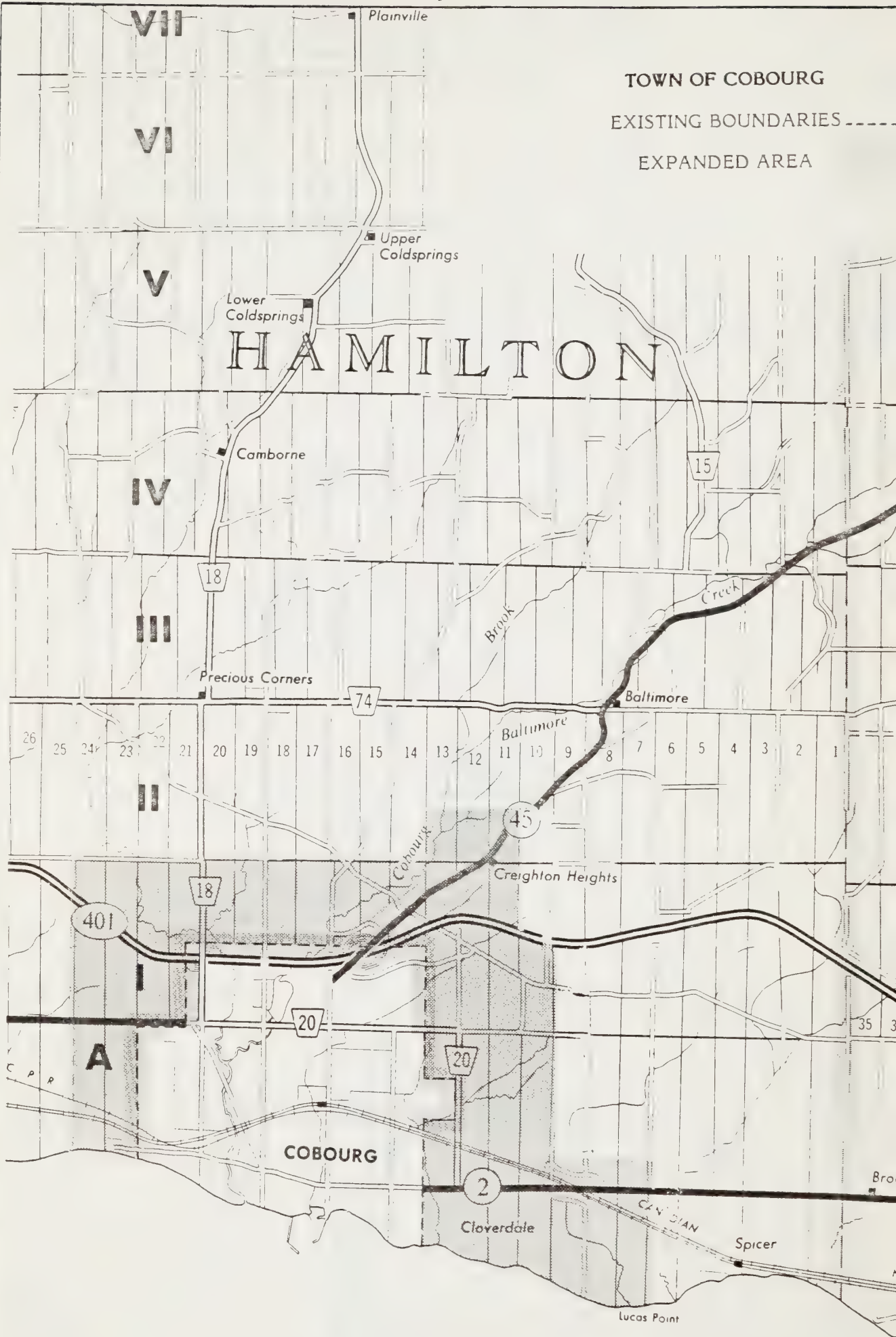
RESTRUCTURED COUNTY OF NORTHUMBERLAND

— Proposed Boundaries

..... Existing



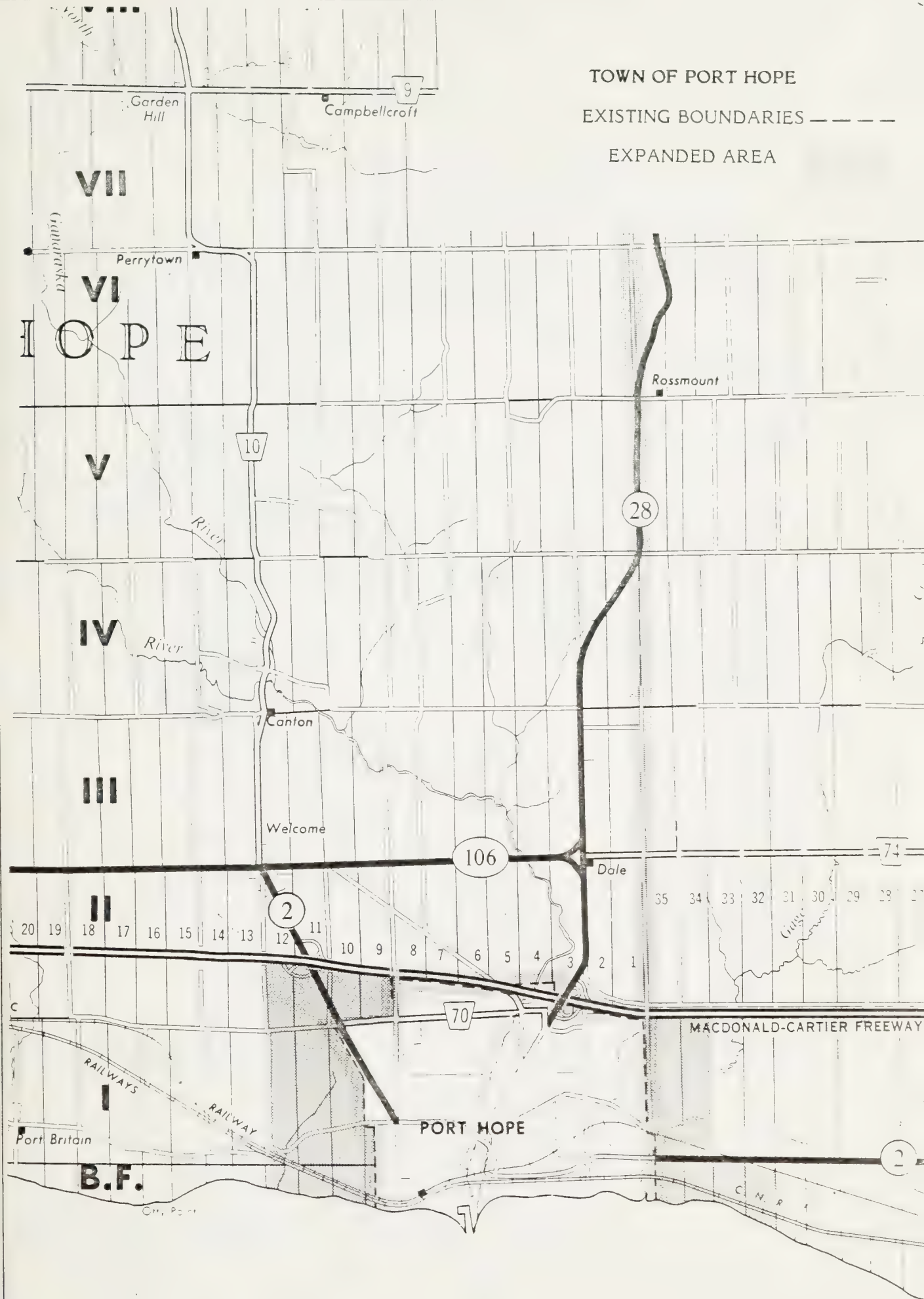
L A K E O N T A R I O



TOWN OF PORT HOPE

EXISTING BOUNDARIES - - - -

EXPANDED AREA

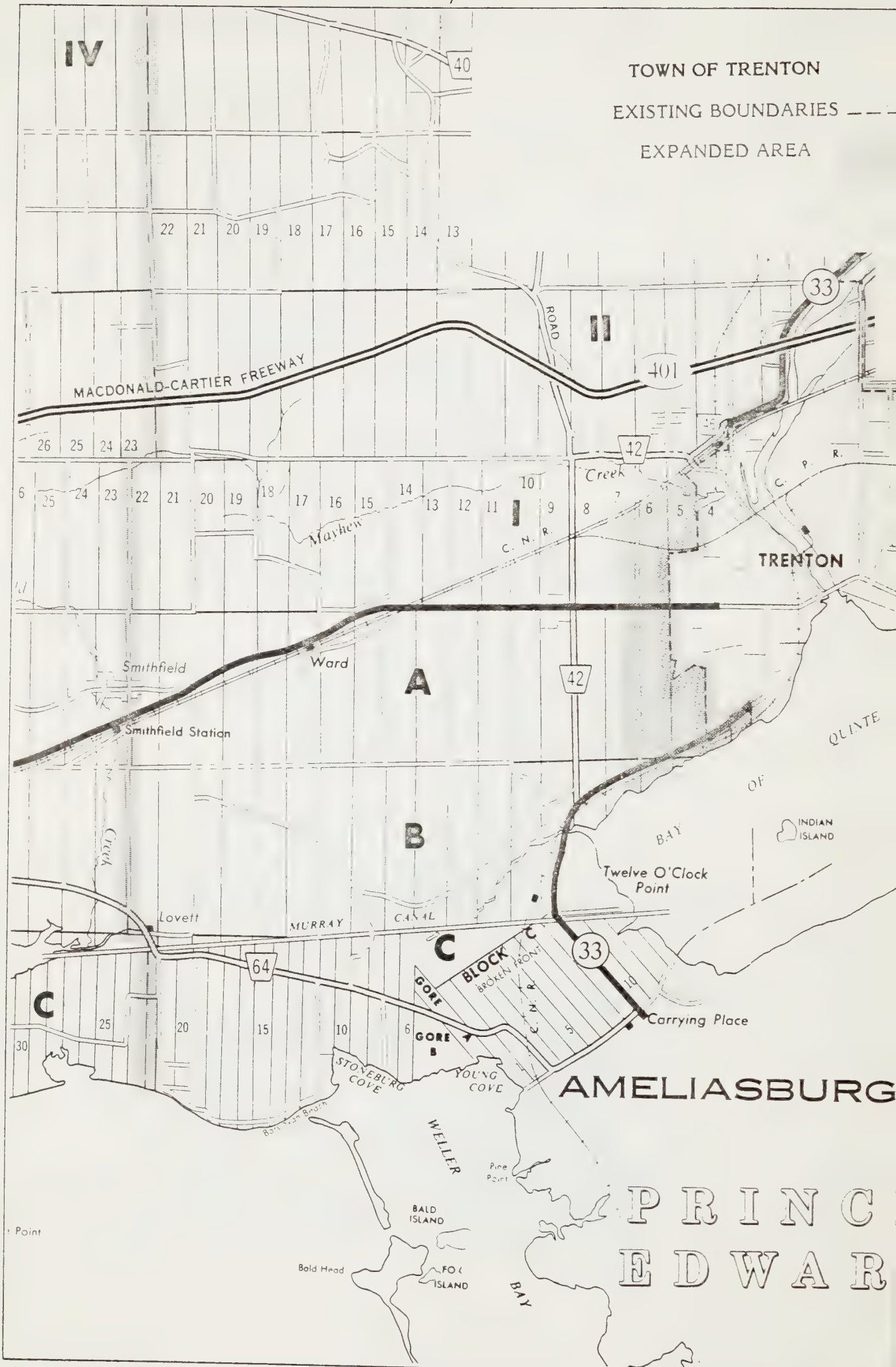


IV

TOWN OF TRENTON

EXISTING BOUNDARIES - - -

EXPANDED AREA



2. COUNTY COUNCIL REPRESENTATION

As indicated in the Provincial report in December 1976 the new County Council would consist of the Mayors of each area municipality and individuals who would stand for election as both local and county councillors. The positions of reeve and deputy reeve would no longer exist.

The mayor of each area municipality would automatically become a county councillor. The election of people serving on both county and local municipal councils would be at-large. As indicated in the chart below each area municipality would be represented at County council by the mayor and one councillor elected at-large for the first 10,000 people. A councillor at-large would be added for each further 10,000 population or portion thereof. The balance of area councils would be made up of people seeking election only to the area council.

Many of the decisions respecting the formation of area municipal councils are left to the existing councils. For example, the existing area councils may indicate to the Minister the size of council they wish to establish in the new arrangements.

<u>Area Municipality</u>	<u>Population</u>	<u>County Council Representation</u>
#1 Hope-Hamilton	9,700	1 mayor, 1 other
#2 Port Hope	10,200	1 mayor, 2 others
#3 Cobourg	13,400	1 mayor, 2 others
#4 Colborne (area)	7,400	1 mayor, 1 other
#5 Brighton (area)	12,000	1 mayor, 2 others
#6 Hastings (area)	4,200	1 mayor, 1 other
#7 Campbellford (area)	<u>6,600</u>	<u>1 mayor, 1 other</u>
	63,500	17 member council

Local councils can also determine whether they will use a ward system or at-large election for councils of area municipalities. A ward system would provide representation on a local council to reflect the interests of the existing communities which will be consolidated into new area municipalities. In the event councils decide to use a ward system the Minister would provide for wards by Minister's Order for the first election.

Election of Warden

The Municipal Act requires an open vote by council for warden and that is as it should be. Elected representatives should be responsible and accountable to the people who have elected them for decisions made on their behalf. Such accountability is hindered when public policy decisions are made secretly.

The term of office for warden would be two years. While the County has suggested a one-year term the Province would fix the term of office for the first council at two years in order to provide continuity for the adjustment period to follow implementation of restructuring. The Province would be reluctant to return to one year simply because of the damage to continuity of leadership.

County Council has suggested a position of deputy-warden. We understand the deputy-warden would act as a substitute head of council if the warden is unable to act and would assist with ceremonial functions. This position in turn would give the warden additional time to concentrate on the increased volume of policy work which will naturally accrue to the county. The Province sees no difficulty.

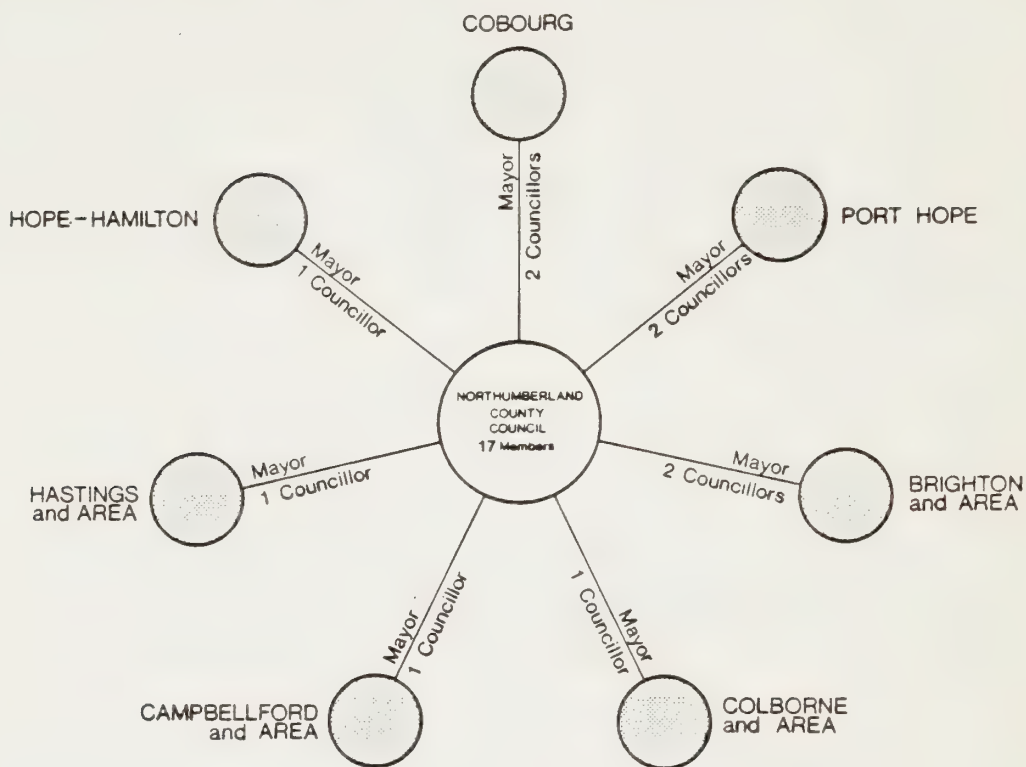
Discussions have focussed on establishing four standing committees of three to five members with the mayor (in case of area municipalities) and the warden (in the case of the county) as an ex officio member. The committee structure is the responsibility of the new councils.

The legislation to restructure Northumberland County would set the first elections on the first Monday in October, 1978. This would allow for approximately eleven weeks in which the new County and area municipalities could organize themselves before assuming their official duties on January 1, 1979.* The Councils would hold office for two years. The Province will pay the expenses of conducting the first elections.

For purposes of the Northumberland-Newcastle Board of Education and the Peterborough, Victoria, Northumberland and Newcastle Roman Catholic Separate School Board elections in Northumberland only would take place at the earlier poll with the trustees taking office at the normal time. This procedure will avoid the need for a subsequent election for school purposes in November.

*The Municipal Elections Act sets the commencement of the term of office on the first day of December in an election year. Northumberland municipal councils would be excepted this year only to allow more time to prepare for the implementation of the restructuring programs.

COMPOSITION OF COUNTY COUNCIL RESTRUCTURED COUNTY OF NORTHUMBERLAND



PROPOSED POPULATION AND REPRESENTATION ON COUNTY COUNCIL

<u>AREA MUNICIPALITY</u>	Population 1977	%County Population	Number of County Reps.	% of County
Hope-Hamilton	9,700	15.28	2	11.76
Port Hope	10,200	16.06	3	17.64
Cobourg	13,400	21.10	3	17.64
Colborne and Area	7,400	11.65	2	11.76
Brighton and area	12,000	18.89	3	17.64
Hastings and area	4,200	6.61	2	11.76
Campbellford and area	<u>6,600</u>	<u>10.39</u>	<u>2</u>	<u>11.76</u>
	63,500	100.00*	17	100.00*

*Rounded

3. MUNICIPAL FUNCTIONS

Planning

The need for effective land-use planning is a primary reason for reforming local government.

There are two necessary conditions that must be met if planning is to be effective. The first is that planning decisions, which have profound and lasting results, are made by the elected council, which represents all of the residents of the municipality. The second is that planning be done over a wide geographic area.

To meet these conditions, it is proposed that the County Council assume direct responsibility for land-use planning and complete an official plan by December 31, 1981.

While primary responsibility for planning would be assigned to the County Council, the area councils would have an important role to play in formulating policy decisions on the more detailed aspects of land-use planning and development control. The area municipal councils would have direct responsibility for secondary plans, subdivision agreements, zoning by-laws, maintenance and occupancy standards and administration of the Ontario Building Code.

The committees of adjustment, appointed by area councils, would be responsible for minor variances. The County Council would constitute or could appoint a Land Division Committee to grant consents under Section 29 of The Planning Act.

Applications before either a land division committee or a committee of adjustment which are not completed by the end of 1978 will continue before the appropriate reconstituted authority when restructuring takes place.

In order that the elected council be clearly responsible for planning decisions in future, the following are the planning boards in Northumberland County which would be dissolved:

- . Brighton and Suburban Planning Area
- . Campbellford-Seymour Planning Board
- . Central Northumberland Planning Board
- . Cobourg Planning Board
- . Hamilton Township Planning Board
- . Hope Township Planning Board
- . Port Hope Planning Board
- . Murray Planning Board
- . Hastings Village aspect of the Seven Links Planning Board.

Northumberland County is in an enviable position in respect to planning. A number of detailed planning studies on growth and development prospects for the County have been prepared. This information, along with the studies on local government reform, will provide a data base for the County planning process.

b. Water and Sewers

During the past year discussions have touched on the matter of County responsibility for water and sewers. The Province considers water and sewer services an important implementation tool that should accompany the planning responsibility at the county level. This naturally involves a fair measure of internal shift as responsibilities for water and sewage are moved to the county level. As a result servicing priorities throughout Northumberland County would be linked to broad planning responsibilities and capital budgeting. This arrangement would provide for the members of County Council to consider the rate and quality of the expansion of the services for the County as a whole. County Council would be more capable of guiding growth to implement the County's planning concepts. It is therefore vital that the water and sewer service be directly linked to the planning responsibility at the county level. This would put the County in a position to be selective about location and extent of development.

The legislation would provide that County Council has direct policy control over all water and sewer services within the County. No Public Utilities Commissions would exercise any powers under any Act for the supply and distribution of water. At the same time all assets managed and controlled by the public utilities commissions related to the supply and distribution of water would become the responsibility of the County. Under the arrangement the County would subsequently not be required to pay any compensation to the local municipalities for acquisition of water supply and distribution facilities. The County would, however, become responsible for all debts related to these services.

In order to maintain the existing operations and assume the responsibility without unnecessary change the County could contract with the area municipalities or Hydro Electric Commissions to provide meter reading and billing for water services. Repair and construction of mains and laterals including contracting could be performed through local offices.

Through restructuring the County would also assume responsibility for collection and disposal of sewage. As is the case in supply and distribution of water the County would assume all assets, outstanding debts, and obligations and notwithstanding any operating arrangements contracted out the County would be responsible for policy decisions about both water and sewers.

The legislation would make provision to enable Northumberland County to employ user charges for water and sewer services in such a way that only those receiving the services would pay for them.

The employees of local bodies having responsibility for water and sewers would be transferred to the County. Provincial policy is to provide by way of legislation, the requirement that the County and area municipalities guarantee all former employees an offer of employment, at no less than their present salary, for a full year period and that their benefits are continued. Details are provided in section (a) of other matters on page 27.

c. Hydro Electric Commissions

In the previous chapter the water responsibilities were removed from the Public Utilities Commissions and placed under the jurisdiction of County Council. Hydro Electric Commissions will continue to provide hydro as a matter of provincial policy. The Commissions will become local boards of the area municipalities in which they have jurisdiction.

The present committee members will continue in office until a date determined by the Minister. In this case the members include ex officio members (present mayors and reeves). In addition to such members the mayor elected for the area municipality or area municipalities in which such a commission operates will also be made a member of the commission.

In Northumberland County the following commissions are involved.

- . Village of Brighton
- . Town of Campbellford
- . Town of Cobourg
- . Village of Colborne
- . Village of Hastings
- . Town of Port Hope
- . Police Village of Warkworth

We would point out that an examination of Northumberland's hydro systems should be undertaken to coincide with any municipal changes or as soon thereafter as possible. The appropriate contact for this matter is Mr. F.A. Baldwin, Chairman, Steering Committee for Restructuring Public Utilities, 5760 Yonge Street, Willowdale M2M 3T7.

d. Solid Waste Management

Northumberland County Council is already in a strong decision-making position to determine policy on solid waste management (garbage disposal) because of the Waste Management Study Report 1974-75. In view of the County's desire to assume responsibility for waste disposal the legislation would lodge that responsibility at the County level. That is the selection, acquisition and maintenance of sites. Garbage collection would remain the responsibility of area municipalities.

Ownership of existing waste disposal sites would be transferred to the County. No compensation would be paid to the area municipalities for the waste sites. The County would assume the debt on the property.

e. Roads

The legislation would grant responsibility for all designated County roads to the restructured County of Northumberland. The County Council would be able to pass by-laws to add to or remove roads from the County road system. These by-laws would be required to be submitted to the Minister of Transportation and Communications for approval by the Lieutenant Governor in Council. All other roads would continue to be the responsibility of the area municipalities.

The legislation would also disband the Trenton Suburban Road Commission. As a result Northumberland County will be responsible for assuming the costs now borne by Trenton with no provision to collect from the Town of Trenton. Trenton would be required to establish a Suburban Road Commission with Hastings County.*

*See Part 10 subsection 3 of The Public Transportation and Highway Improvement Act.

There has been some question of the future of road grants. Table III on page 33 indicates that there could be reductions in Provincial roadway grants. This would be largely due to the impact of the large area municipalities and the way in which they will affect the current base formula used by the Ministry of Transportation and Communications. The provincial analysis suggests a reduction of approximately \$216,000 based on data provided by the Ministry of Transportation and Communications. This assumes that the expanded Port Hope and Cobourg municipalities would continue as towns and the remaining five areas would be called townships. The continuation of township status for the consolidated Campbellford area and Brighton area would, in this formula, not protect a higher rate than 50 per cent in view of the fact that the assessment to roads ratio would not appear to justify those rates.

The predominant factor causing this decrease is that all of the existing township municipalities qualify for a basic subsidy rate ranging from 55 per cent to 80 per cent, whereas when these municipalities are amalgamated, the new composite basic rate resulting is somewhat lower. The 80 per cent level of assistance for bridges, however, remains unchanged for all municipalities.

It should be noted that the new composite basic subsidy rates were determined by applying the designated formula for areas where restructuring has occurred such as Oxford County.

While The Municipal Subsidies Adjustment Act, which would have provided some relief from this occurrence, was repealed in 1976, we would expect this reduction to be taken into consideration at such time as the calculations for determining the extent of special transitional financial assistance is undertaken.

The whole question of our approach to road subsidies is under review and has been recommended upon by the Grants Reform Committee. While in this area of service some reduction in financial subsidy is apparent, we are confident that in overall financing the County and the area municipalities will be in a sounder position.

f. Fire Protection

Fire protection in the Restructured County of Northumberland would remain largely unchanged from the present services. The function will remain as an area municipal responsibility. The legislation will require the County to appoint a County Fire Co-ordinator who will be responsible for establishing an emergency fire service plan and program for Northumberland County. The County would be authorized to expend such sums as it considers necessary to implement such plans and programs.

g. Police Protection

The Province sees no compelling reason at this time to change the status of police services. At the same time the Province notes the County's wish to review police services after five years. Again we should point out that a Provincial review is ongoing in respect to policing.

The \$10.00 per capita police grant would apply to the Town of Port Hope, Town of Cobourg, Town of Campbellford and Seymour Township, and Village of Hastings along with Alnwick Township, Percy Township, and Concessions X, IX, and VIII of Haldimand Township. In the very large amalgamated areas - Campbellford and Hastings - there is no requirement to extend police services beyond the existing village limits and the contract arrangement that the Town of Campbellford has with the Ontario Provincial Police.

To avoid confusion of jurisdiction the Province sees the need for the Town of Cobourg and Town of Port Hope to be responsible for police services to the areas joined to the towns where the O.P.P. now patrol.

h. Capital Borrowing

Northumberland County Council has requested that all capital borrowing become a county responsibility. This would include capital borrowing for county works projects and issuing debentures for all municipal capital works projects. No area municipality would have power to issue debentures. The policy of seeking temporary advances from time to time pending the issue and sale of debentures continues.

i. Hospital Debt Funding

The County would have responsibility for issuing debentures for hospitals and no area municipality would exercise any such powers. The County could pass by-laws for granting aid for the construction erection, establishment, acquisition, maintenance, equipping and carrying on the business of the public hospitals including municipal hospitals and other health care facilities in the county.

This approach provides an equitable distribution of debt charges through the county levy.

j. Industrial Lands

Discussions have pointed towards County responsibility for industrial development, promotion and industrial site acquisition. The legislation will require that all future industrial land purchases are made by the County. The existing industrial land will continue to be the responsibility of the municipalities in which the lands are situated. These municipalities will be able to sell the existing lands, however, they will not be permitted to purchase or acquire new lands. Each municipality will have the opportunity to recommend land purchases as they become available to the County Council which in turn will decide the appropriateness of the purchase. In turn the costs to acquire and service the land will be levied against all municipalities as the advantages of attracting new industry are shared across the County through the education levy and county levy.

4. PROVINCIAL GRANTS AND OTHER FORMS OF ASSISTANCE

The council of the Restructured County of Northumberland will be responsible for providing an expanded range of municipal services. These include planning, water and sewers, capital financing, roads and garbage disposal. To recognize the additional responsibility the Province will provide increased unconditional grants to the County under The Ontario Unconditional Grants Act, 1975. As a result the County would be eligible for an annual grant to replace the present unconditional per capita grant. The new unconditional grant, which is ongoing, would include a per capita grant of \$ 10.00 plus a further amount ranging from \$0 to \$5.00 per capita based on the density of settlement. The density grant is calculated on the households per acre of each area municipality, the more sparse the area the greater is the density element.

The existing density grant schedule is:

Density of Households per acre	Amount per Capita
0.15 and over	\$5.00
over 0.15 to 0.30	\$4.00
over 0.30 to 0.45	\$3.00
over 0.45 to 0.60	\$2.00
over 0.60 to 0.75	\$1.00
over 0.75	NIL

Each area municipality providing a municipal police force will receive a \$10.00 per capita grant. This includes Port Hope, Cobourg, Hastings Village and Campbellford. (It should be noted that for the purposes of the Ontario Unconditional Grants Act the existing contract which Campbellford has with the Ontario Provincial Police constitutes a municipal police force and therefore the new area municipality is eligible for the police grant).

The per capita grant of \$10.00, the density grant, and the police grant of \$10.00 per capita are paid to the county, which deducts the appropriate amount from the share of net County costs apportioned to each area municipality. As a result the benefit flows directly to the area municipality. These grants are indicated in Table I on page 31.

Transitional Grants

The Province also pays a five-year decreasing transitional grant where there is a significant increase in the proportion of the county or area municipal expenditures borne by a merged area or part of merged area. The purpose of these transitional grants is to assist the area municipalities to phase-in changes in the incidence of taxation for local and county services which result from the changed boundaries and changed method of apportionment. These grants are paid directly to area municipalities and are calculated on the basis of a reapportionment of adjusted base year costs. These formula grants are not intended to offset increased spending. They are "tax grants" rather than "expenditure support" grants. These grants are phased down over a five-year period.

Mill Rate Adjustments

Because of certain boundary realignments taxpayers may experience shifts in their particular tax burden. To introduce these shifts on a graduated basis (not exceeding five years) the Province has established in other re-structured areas a system of transitional mill rate adjustments. The purpose of these adjustments is to ensure any change in taxation within an area municipality takes place in an orderly manner which is acceptable to local and Provincial interests.

The calculation is achieved by comparing the costs in a base year for county and local services in each "merged area" (former local municipality or part thereof) with a reapportionment of those same aggregated costs, using the new division of responsibilities and structure, and phase-in the difference over a period of years on a reducing basis, by mill rate additions or reductions.

The transitional mill rate adjustment could be flexible to meet the specific wishes of the area municipal councils concerned. A general objective, consistent with acceptability, is speed of transition, simplicity and uniform rates within an area municipality. The Minister's Orders which are the authority for these mill rate adjustments, usually, therefore, reflect local feeling, insofar as it is acceptable to the Minister, rather than a rigid formula approach.

Because the actual mill rate differences cannot be known until the first budget of the restructured county is ready, the adjustments are made during the first year of operations.

Start-Up Assistance

In the past, the Province has provided assistance to help cover the initial start-up expenses. The Provincial policy related to the offer of financial and staff assistance would continue for the Restructured County of Northumberland. The Province's financial start-up assistance would be directed towards such items as the first municipal elections, consultants' fees during the organization period (if a need can be proven to look at particular points of implementation), and related expenses which may occur prior to assuming office. Staff members from the Ministry of Treasury, Economics and Intergovernmental Affairs will also be available to assist the County in preparing for the change-over.

Staff could also be appointed by the Minister as Chief Returning Officers and Chairmen of Committees of Arbitration. These Committees of Arbitration are made up of the municipal treasurers plus a chairman and they recommend on the distribution of the assets and liabilities of municipalities which are divided by the reorganization of municipal government. General assistance could also be given to the County and to the new area municipalities on matters of accounting and financial reporting systems which include payrolls, accounts payable systems, purchasing and similar functions. This assistance, if requested, is usually given to the new treasurer.

5. OTHER MATTERS

The following notes highlight some of the other issues of restructuring in Northumberland County.

a. Municipal employees

It is important that thought be given to the tenure of civic employees. Provincial policy is to provide, by way of legislation, the requirement that the county and area municipalities guarantee continued employment to all employees of municipalities, boards and commissions, at no less than their present salary, for a one-year period. It is important to the Government that no one loses his or her employment as a result of any proposed change in the county. The Provincial policy is also to ensure that all employees who had been contributing to an approved pension plan would be entitled to continue uninterrupted contributions to such a plan as a county or local employee. Also any sick leave credits would be continued. Holiday entitlement would also be the same. These terms, however, would extend only to the first year of employment with the restructured county or new area municipality. After the first year employees would be in a position to negotiate their terms of employment with their respective employer.

b. Surplus and Deficit

The surplus or deficit that exists on December 31st, 1978 will be given back to or charged against the ratepayers of the local municipality that existed at the time.

c. By-laws

Every by-law of a local municipality as it exists on the 31st day of December, 1978 shall remain in force in the area of the former local municipality after restructuring takes place. Amendments to the by-law or repeal of the by-law are to be made by the new area municipal council or the county whichever jurisdiction applies. Furthermore, where any local municipality has passed a by-law that, prior to coming into force requires the approval of any minister of the Crown, any provincial ministry, the Municipal Board or any provincial agency or body, and such approval has not been obtained before December 31st, 1978 then the succeeding council is entitled to initiate or continue the procedure to obtain the necessary approval.

d. Health

It is proposed that no change be made to the arrangements for the administration of public health services in Northumberland.

The County forms part of the Haliburton, Kawartha, Pine Ridge District Health Unit, which receives a 75% grant from the Province. Although wherever possible, in the past, a restructured local government has constituted a health unit, the small population of Northumberland and the present satisfactory arrangements for public health services would argue against any significant change at this time.

e. Social Services

The responsibilities for Welfare, Homes for the Aged, and Family and Children's Services would continue to remain at the county level where local involvement is appropriate.

f. Recreation

Recreation, parks, and community services will remain the responsibility of area municipalities. We would recommend dissolving community centre boards and boards of recreation or park management in local municipalities. The responsibilities would rest with the local council who in turn could establish advisory committees.

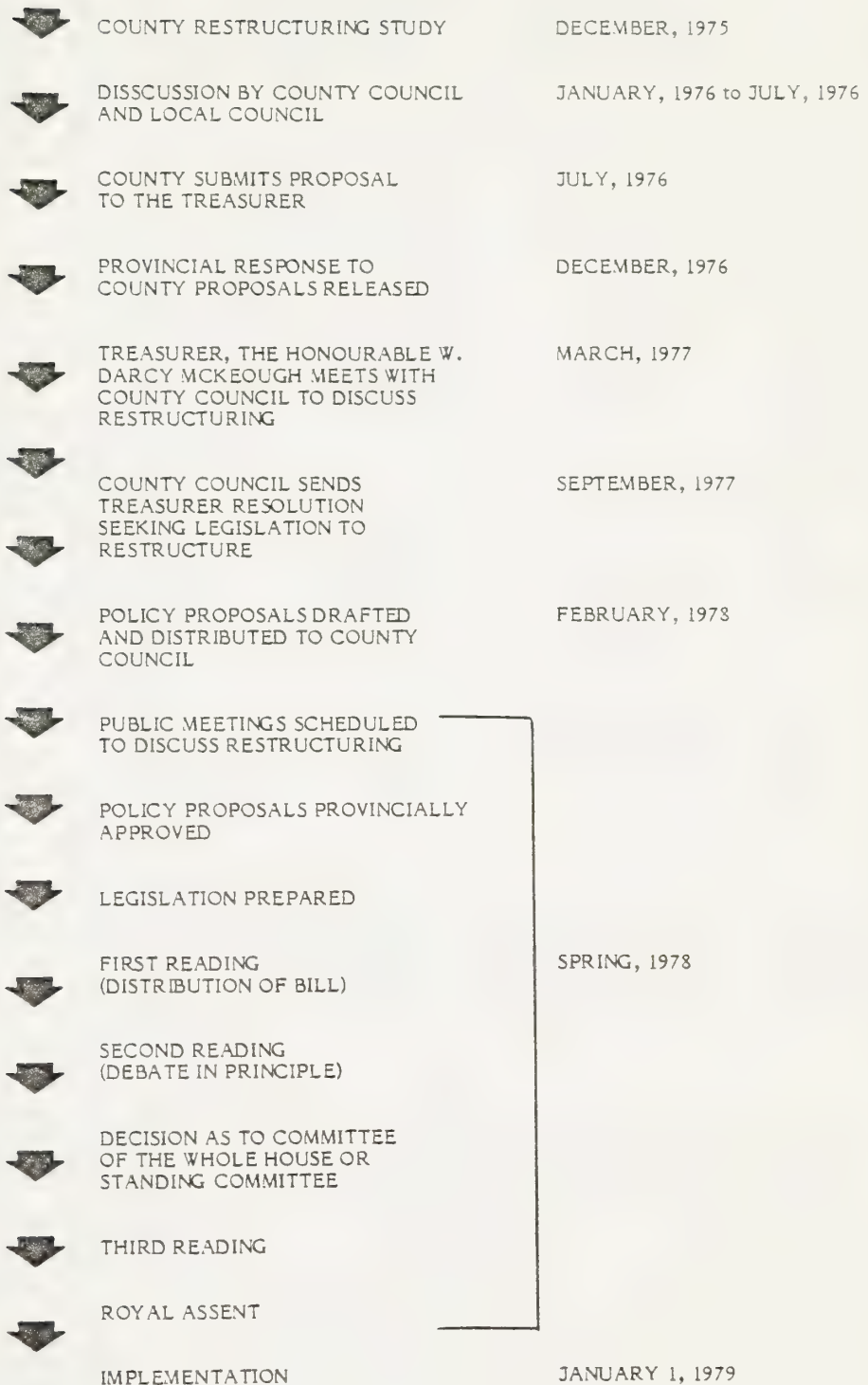
g. Libraries

The present system of libraries would continue. The county is recommending a review of existing policy within five years.

h. Police Village of Warkworth

The Police Village of Warkworth will be dissolved by legislation to restructure the County of Northumberland. At the same time the trustees will continue in office as a commission established under Part III of The Public Utilities Act. The commission would be called the Hydro-Electric Commission of Warkworth and function as a local board of the area municipality formed by the joining of Alnwick Township, Percy Township, Hastings Village and part of Haldimand Township.

IMPLEMENTATION PROCESS



Analysis of Estimated Unconditional Per Capita Grants
(1977 Comparison Before and After Restructuring)

Table 1

1977 Grants Population	Basic Per Capita Grant \$	Police Grant \$	Density Grant		Total \$
			Factor	Rate \$	
1977 Actuals Before Restructuring					
1 - Port Hope	9,945	96,000	-	-	167,000
2 - Cobourg	13,853	111,000	-	-	211,000
3 - Hope-Hamilton	8,712	-	-	-	61,000
4 - Hastings Area	5,034	10,000	-	-	45,000
5 - Colborne Area	6,991	-	-	-	49,000
6 - Campbellford Area	7,303	34,000	-	-	85,000
7 - Brighton Area	12,002	-	-	-	84,000
	63,840	251,000			702,000
1977 Projection After Restructuring					
1 - Port Hope	9,945	99,000	0.92	Nil	198,000
2 - Cobourg	13,853	139,000	0.64	1.00	292,000
3 - Hope-Hamilton	8,836	-	0.03	5.00	132,000
4 - Hastings Area	4,938	49,000	0.03	5.00	124,000
5 - Colborne Area	6,948	-	0.02	5.00	104,000
6 - Campbellford Area	7,303	73,000	0.05	5.00	183,000
7 - Brighton Area	11,781	-	0.04	5.00	177,000
	63,604	360,000			1,210,000

Notes:

1. The above "before" and "after" comparison illustrates the effects on the basis of the County seven municipality proposal. It reflects the higher level of per capita grants being provided in 1977 (per capita grant entitlements unchanged for 1978).
2. The 1977 overall County grants populations total 63,840 which includes a seasonal population adjustment of 1,464. In other words, the actual 1976 enumerated population totals 62,376.
3. The "after" grant population reflects the transfer of 209 pertaining to proposed Murray Twp. boundary change. The "after" grant population also reflects some minor amendments to the seasonal population adjustments which occurs as a result of the restructured groupings.
4. Police per capita grant is only provided to those area municipalities having an existing police force or contract with the Ontario Provincial Police.

Table 2

ANALYSIS OF ESTIMATED UNCONDITIONAL GRANTS
(1977 Comparison of Per Capita and Tax Stabilization Grants Before and After Restructuring)

Per Capita
Assess.
For R. E. G.

	Before	After	Before	After	Before	After	Before	After	% of Grant Change
Unconditional Grants With Restructuring On Existing Assessment Base									
1 - Port Hope	167,000	198,000	92,000	99,000	25,000	15,000	284,000	312,000	9.8
2 - Cobourg	211,000	292,000	148,000	149,000	259,000	257,000	618,000	698,000	12.9
3 - Hope-Hamilton	61,000	132,000	37,000	38,000	75,000	18,000	173,000	188,000	8.7
4 - Hastings Area	45,000	125,000	21,000	23,000	51,000	48,000	117,000	196,000	67.5
5 - Colborne Area	49,000	104,000	29,000	32,000	92,000	73,000	170,000	209,000	22.9
6 - Campbellford Area	85,000	183,000	46,000	52,000	163,000	132,000	294,000	367,000	24.8
7 - Brighton Area*	84,000	162,000	57,000	59,000	245,000	195,000	386,000	416,000	7.8
County	--	--	91,000	65,000 **			91,000	65,000	
	702,000	1,196,000	521,000	517,000	910,000	738,000	2,133,000	2,451,000	14.9

* The "after" data is adjusted to reflect a portion of Murray Twp. annexed to the Town of Trenton.

** Reduction in County entitlement due to per capita grants exceeding total of lower tier costs transferred to County.

COUNTY OF NORTHUMBERLAND

Analysis of Estimated Changes in Provincial Roadway Assistance
(Projected on basis of level of funding for year ended March 31, 1977)

Table 3

Restructured Municipality	Present Funding Level			Proposed Funding Level			Net Decrease In Prov. Assistance \$
	Total Exp. \$	Total Subsidy \$	Basic Subsidy Rate	Total Exp. \$	Total Subsidy \$	Basic Composite Subsidy Rate	
Municipality 1 - Port Hope	604,000	370,000	50%	604,000	370,000	50%	-
Municipality 2 - Cobourg	1,191,000	900,000	50%	1,191,000	900,000	50%	-
Municipality 3 - Hamilton Hope	406,000	244,000	60%				
	203,000	132,000	65%				
	609,000	376,000	62%*	609,000	335,000	55%	41,000
Municipality 4 - Alnwick Part Haldimand Hastings Percy	60,000	45,000	75%				
	46,000	37,000	80%				
	30,000	16,000	50%				
	165,000	124,000	75%				
	301,000	222,000	74%*	301,000	167,000	55%	55,000
Municipality 5 - Colborne Cramahe Part Haldimand	60,000	30,000	50%				
	184,000	138,000	75%				
	488,000	420,000	80%				
	732,000	588,000	75%*	732,000	557,000	70%	31,000
Municipality 6 - Campbellford Seymour	155,000	78,000	50%				
	240,000	168,000	70%				
	395,000	246,000	62%	395,000	198,000	50%	48,000
Municipality 7 - Brighton Village Brighton Twp. Murray	355,000	283,000	50%				
	143,000	100,000	70%				
	252,000	139,000	55%				
	750,000	522,000	59%*	750,000	481,000	50%	41,000
Overall Totals	4,582,000	3,224,000		4,582,000	3,008,000		216,000

* represents composite basic rate of assistance required to counteract grant reduction occurring.
Note: County roadway expenditures of \$1,784,000 received subsidy assistance of \$1,192,000 which remains relatively unchanged under the restructuring proposal.

APPENDIX I

RESOLUTION No.

Moved by L. R. Williams
Seconded by D. A. Sharp

That WHEREAS, since 1970, the County of Northumberland has been subject to numerous studies of its municipal structure;

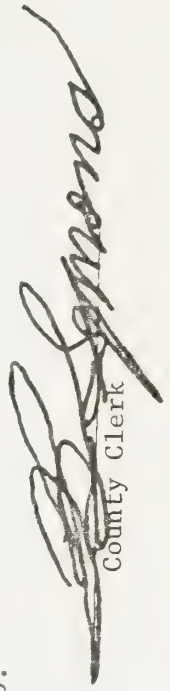
AND WHEREAS each of these studies has confirmed a need for a restructuring of municipal structures within Northumberland;

RECORDED VOTE
27 - 13
and 4 members
absent
Warden Parr
abstained from
voting.

AND WHEREAS a majority of the municipalities within Northumberland have shown they are in support of restructuring within Northumberland;

THEREFORE, be it resolved that this Council for the County of Northumberland does hereby request the Minister of Treasury Economics and Intergovernmental Affairs to have prepared the necessary legislation to effect the restructuring of Northumberland for implementation January 1979.

I, K. Symons, Clerk of the Corporation of the County of Northumberland, hereby certify that this is a true copy of a resolution passed at the Session of the Council of the Corporation of the County of Northumberland held the 29th day of September, 1977 A.D.


County Clerk

APPENDIX II

NORTHUMBERLAND COUNTY MUNICIPALITIES AND THEIR NEW BOUNDARIES

- a) Hope-Hamilton Township
- b) Brighton, Township
- c) Campbellford, Town
- d) Cobourg, Town
- e) Colborne, Township
- f) Hastings, Township
- g) Port Hope, Town

These names and designation of status are used for identification purposes only and are not intended to indicate a Provincial preference. The selection of the name may be decided by the present councils or be chosen by referendum at the time of the October elections.

"County Area"

to consist of the area included within the County of Northumberland, except the portions of the Township of Murray described as follows:

FIRSTLY, commencing at a point in the northwesterly angle of the Town of Trenton, the said point being on the southeasterly limit of the lands of the Canadian National Railways;

THENCE southwesterly along the southeasterly limit of the said lands to the centre line of Lot 7 in Concession I of the said Township of Murray;

THENCE southerly along the centre line of Lot 7 in concessions I, A and B in the said Township of Murray to the northwesterly high water mark of the Bay of Quinte;

THENCE southeasterly in a straight line to the intersection of the southerly high water mark of the Bay of Quinte with the boundary between the townships of Murray and Ameliasburgh;

THENCE northeasterly along the boundary between the said townships, lying to the north of Indian Island, to the southeasterly angle of the said Township of Murray;

THENCE northerly along the easterly boundary of the said Township to the southerly boundary of the Town of Trenton;

THENCE northwesterly following the boundaries between the Town of Trenton and the Township of Murray to the point of commencement;

SECONDLY, commencing at a point where the centre line of Lot 3 in Concession A of the Township of Murray intersects the northerly limit of the King's Highway Number 33;

THENCE North $19^{\circ} 16'$ East along the centre line of the said Lot 3 a distance of 329.7 feet to angle in the Town of Trenton;

THENCE south $35^{\circ} 30' 30''$ West along the boundary of the said Town 988.00 feet to a point;

THENCE south $18^{\circ} 53'$ East 330.0 feet to the northerly limit of the said Highway Number 33;

THENCE northeasterly along the northerly limit of the said Highway to the point of commencement.

- (a) The portions of the Township of Hamilton and the Township of Hope, described as follows, are established as a township municipality bearing the name of The Corporation of the Township of Hope-Hamilton.

FIRSTLY, part of the Township of Hamilton, commencing at the northeasterly angle of the said Township;

THENCE southerly along the easterly boundary of the said Township to the International Boundary between Canada and United States of America;

THENCE westerly along the said International Boundary to the southerly prolongation of the line between lots 6 and 7 in Concession B of the said Township of Hamilton;

THENCE northerly to and along the line between lots 6 and 7 in concessions B and A of the said Township to a point distant 1500 feet measured northerly therealong from the southeasterly angle of Lot 6 in Concession A;

THENCE westerly and parallel with the Southerly limit of Concession A to the centre line of the road allowance between lots 9 and 10 in Concession A;

THENCE northerly along the centre line of the road allowance between lots 9 and 10 in concessions A and I of the said Township of Hamilton to the southerly limit of the King's Highway Number 401;

THENCE westerly along the southerly limit of the said Highway number 401 to the line between lots 10 and 11 in the said Concession I;

THENCE northerly along the line between lots 10 and 11 in concessions I and II of the Township of Hamilton to southerly limit of the easement of the Hydro-Electric Power Commission;

THENCE westerly along the southerly limit of the said easement to the westerly limit of Lot 13 in Concession II;

THENCE southerly along the westerly limit of the said Lot 13 and its prolongation to the centre line of the road allowance between concessions I and II of the Township of Hamilton;

THENCE westerly along the centre line of the said road allowance to the centre line of the road allowance between lots 24 and 25 in the said Concession I;

THENCE southerly along the centre line of the road allowance between lots 24 and 25 in concessions I and A and its prolongation to the International Boundary;

THENCE westerly along the International Boundary to the southerly prolongation of the line between lots 31 and 32 in Concession A of the said Township of Hamilton;

THENCE northerly to and along the line between lots 31 and 32 in the said Concession A to the southerly limit of the lands of the Canadian Pacific Railway;

THENCE westerly along the southerly limit of the said lands to the line between lots 33 and 34 in Concession I of the said Township of Hamilton;

THENCE northerly along the line between lots 33 and 34 in the said Concession I to the southerly limit of the King's Highway Number 401;

THENCE westerly along the southerly limit of the said Highway Number 401 to the westerly boundary of the said Township;

THENCE northerly along the westerly boundary of the said Township to the northerly boundary of the said Township;

THENCE easterly along the northerly boundary of the said Township of Hamilton to the point of beginning;

SECONDLY, part of the Township of Hope, commencing at the northeasterly angle of the said Township;

THENCE southerly along the easterly boundary of the said Township of Hope to the southerly limit of the King's Highway Number 401;

THENCE westerly to and along the boundaries between the Township of Hope and the Town of Port Hope to the northwesterly angle of the said Town;

THENCE westerly along the southerly limit of the King's Highway Number 401 to the centre line of the road allowance between lots 12 and 13 in Concession II of the said Township of Hope;

THENCE southerly along the centre line of the road allowance between lots 12 and 13 in concessions II, I and the Broken Front of the said Township and its prolongation to the International Boundary;

THENCE westerly along the International Boundary to the southwesterly angle of the Township of Hope;

THENCE northerly along the westerly boundary of the said Township to the northwesterly angle of the said Township;

THENCE easterly along the northerly boundary of the said Township of Hope to the point of commencement;

- (b) The Corporation of the Village of Brighton and The Corporation of the Township of Brighton are amalgamated as a township municipality bearing the name of The Corporation of the Township of Brighton and the portion of the Township of Murray, described as follows, is annexed to such township:

COMMENCING at the intersection of the westerly boundary of the Township of Murray and the southerly high water mark of Percy Reach;

THENCE northerly along the westerly boundary of the Township of Murray to the middle of Percy Reach, in accordance with The Territorial Division Act, R.S.O. 1970, chapter 458;

THENCE easterly along the middle of Percy Reach, passing to the north of Hickory Island to the middle of the head waters of the Trent River;

THENCE southeasterly along the middle of the main channel of the Trent River to the easterly boundary of the Township of Murray;

THENCE southerly along the easterly boundary of the said Township of Murray to the northerly boundary of the Town of Trenton;

THENCE southwesterly along the northwesterly boundaries of the said Town of Trenton to the intersection with the westerly boundary of the said Town and the southeasterly limit of the lands of the Canadian National Railways;

THENCE southwesterly along the southeasterly limit of the said lands to the centre line of Lot 7 in Concession I of the Township of Murray;

THENCE southerly along the centre line of Lot 7 in concessions I, A and B to the northwesterly high water mark of the Bay of Quinte;

THENCE southeasterly in a straight line to the intersection of the southerly high water mark of the Bay of Quinte with the boundary between the townships of Murray and Ameliasburgh;

THENCE southwesterly along the boundary between the said townships to the northwesterly angle of the Township of Hillier in Lake Ontario;

THENCE southeasterly along the boundary between the townships of Murray and Hillier to the International Boundary;

THENCE westerly along the International Boundary to the southwesterly angle of the Township of Murray;

THENCE northerly along the westerly boundary of the Township of Murray to the point of commencement;

- (c) The Corporation of the Town of Campbellford and the Corporation of the Township of Seymour are amalgamated as a town municipality bearing the name of The Corporation of the Town of Campbellford;

- (d) The portion of the Township of Hamilton, described as follows, is annexed to The Corporation of the Town of Cobourg:

COMMENCING at the intersection of the northerly high water mark of Lake Ontario and the centre line of the road allowance between lots 24 and 25 in Concession A of the Township of Hamilton;

THENCE southerly along the southerly prolongation of the said centre line of the road allowance between lots 24 and 25 to the International Boundary;

THENCE easterly along the said International Boundary to the westerly boundary of the Town of Cobourg;

THENCE northerly along the boundaries between the Town of Cobourg and the Township of Hamilton to the northerly boundary of the said Town of Cobourg;

THENCE easterly and southerly following the boundaries between the Town of Cobourg and the Township of Hamilton to the International Boundary;

THENCE easterly along the said International Boundary to the southerly prolongation of the line between lots 6 and 7 in Concession B of the said Township of Hamilton;

THENCE northerly to and along the line between lots 6 and 7 in concessions B and A of the said Township to a point distant 1500 measured northerly therealong the southeasterly angle of Lot 6 in Concession A;

THENCE westerly and parallel with the southerly limit of Concession A to the centre line of the road allowance between lots 9 and 10 in Concession A;

THENCE northerly along the centre line of the road allowance between lots 9 and 10 in concessions A and I of the Township of Hamilton to the southerly limit of the King's Highway Number 401;

THENCE westerly along the southerly limit of the said Highway Number 401 to the line between lots 10 and 11 in the said Concession I;

THENCE northerly along the line between lots 10 and 11 in concessions I and II of the Township of Hamilton to southerly limit of the easement of the Hydro-Electric Power Commission;

THENCE westerly along the southerly limit of the said easement to the westerly limit of Lot 13 in Concession II;

THENCE southerly along the westerly limit of the said Lot 13 and its prolongation to the centre line of the road allowance between concessions I and II of the Township of Hamilton;

THENCE westerly along the centre line of the said road allowance to the centre line of the road allowance between lots 24 and 25 in the said Concession I;

THENCE southerly along the centre line of the road allowance between lots 24 and 25 in concessions I and A to the point of commencement;

- (e) The Corporation of the Village of Colborne and The Corporation of the Township of Cramahe are amalgamated as a township municipality bearing the name of The Corporation of the Township of Colborne and the portion of the Township of Haldimand, described as follows, is annexed to such Township:

COMMENCING at a point in the westerly boundary of the Township of Haldimand where it is intersected by the centre line of Concession VIII of the said Township;

THENCE easterly along the centre line of the said Concession VIII to the easterly boundary of the Township of Haldimand;

THENCE southerly along the easterly boundary of the Township of Haldimand to the International Boundary;

THENCE westerly along the International Boundary to the southwesterly angle of the Township of Haldimand;

THENCE northerly along the westerly boundary of the said Township to the point of commencement;

- (f) The Corporation of the Township of Alnwick, The Corporation of the Township of Percy and The Corporation of the Village of Hastings are amalgamated as a township municipality bearing the name of The Corporation of the Township of Hastings and the portion of the Township of Haldimand, described as follows, is annexed to such township;

COMMENCING at a point in the westerly boundary of the Township of Haldimand, where it is intersected by the centre line of Concession VIII of the said Township;

THENCE easterly along the centre line of the said Concession to the easterly boundary of the Township of Haldimand;

THENCE northerly along the easterly boundary of the said Township to the northeasterly angle of the said Township;

THENCE westerly along the northerly boundary of the Township of Haldimand to the northwesterly angle of the said Township;

THENCE southerly along the westerly boundary of the Township of Haldimand to the point of commencement;

- (g) The portions of the Township of Hamilton and the Township of Hope described as follows, are annexed to The Corporation of the Town of Port Hope:

FIRSTLY, part of the Township of Hamilton, commencing at a point in the westerly boundary of the said Township, where it is intersected by the southerly limit of the King's Highway Number 401;

THENCE southerly following along the westerly boundaries of the said Township of Hamilton to the International Boundary;

THENCE easterly along the International Boundary to the southerly prolongation of the line between lots 31 and 32 in Concession A of the Township of Hamilton;

THENCE northerly to and along the line between lots 31 and 32 in the said Concession A to the southerly limit of the lands of the Canadian Pacific Railways;

THENCE westerly along the southerly limit of the said lands to the line between lots 33 and 34 in Concession I of the said Township of Hamilton;

THENCE northerly along the said line between lots 33 and 34 to the southerly limit of the King's Highway Number 401;

THENCE westerly along the southerly limit of the said Highway Number 401 to the point of commencement;

SECONDLY, part of the Township of Hope, commencing at the northwesterly angle of the Town of Port Hope;

THENCE westerly along the southerly limit of the King's Highway Number 401 to the centre line of the road allowance between lots 12 and 13 in Concession II of the Township of Hope;

THENCE southerly along the centre line of the road allowance between lots 12 and 13 in concessions II, I and the Broken Front of the said Township of Hope and its prolongation to the International Boundary;

THENCE easterly along the International Boundary to the southeasterly angle of the Township of Hope;

THENCE northerly along the easterly boundary of the said Township to the southerly boundary of the Town of Port Hope;

THENCE northwesterly following the boundaries between the Township of Hope and the Town of Port Hope to the point of commencement.

THIRDLY, part of the Township of Hope, Commencing at a point in the easterly boundary of the said Township where it is intersected by the southerly limit of the King's Highway Number 401;

THENCE westerly along the southerly limit of the said Highway Number 401 to the northeasterly angle of the Town of Port Hope, the said angle being on the westerly limit of the road allowance between the Townships of Hope and Hamilton;

THENCE southerly along the boundary between the Township of Hope and the Town of Port Hope to the southerly limit of the lands of the Canadian Pacific Railways;

THENCE easterly along the southerly limit of the said lands to the easterly boundary of the said Township;

THENCE easterly along the southerly limit of the said lands to the easterly boundary of the said Township;

THENCE northerly along the easterly boundary of the said Township to the point of commencement.

APPENDIX III

NORTHUMBERLAND COUNTY LOCAL GOVERNMENT - BIBLIOGRAPHY *

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- * This list is designed to give an overview of the material prepared by various sources on the matter of local government reform and economic development in Northumberland County. This list is by no means exhaustive.

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